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EMPHASIS ON
INDIVIDUAL EXCELLENCE

Story on page 24

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CONTENTS

Special feature

	Page
The President's Awards	24

Articles

The Presidency and the Career Service by John W. Macy, Jr.	1
Federal Agencies and the New Work-Study Program by Nicholas J. Oganovic	6
Personnel—Our Most Important Resource by Orville L. Freeman	8
A Positive Approach to Equality by Robert M. Cutts	12

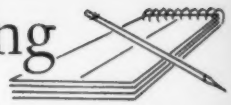
Departments

ADP Billboard	17
Training Digest	18
Legal Decisions	20
Employment Focus	20
Quotable	22
CSC Checklist	23

U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting



GOOD HEALTH AND GOOD WORK go together, President Johnson told his Cabinet as he announced his approval of a program to expand occupational health service facilities for Federal employees. Ground rules are outlined in Bureau of the Budget Circular A–72, published June 18.

The President said the Chairman of the Civil Service Commission will take leadership in developing and improving the program, in cooperation with the Secretary of Health, Education, and Welfare and the Secretary of Labor.

"We must be prepared—to the best of our ability—to assure our employees of prompt attention to on-the-job illness and injury; correction of working conditions that may be detrimental to employees' health; education in health maintenance; health examinations, including in-service examinations as needed; and disease screening examinations and immunizations," the President said.

NICHOLAS J. OGANOVIC has been appointed Executive Director of the Civil Service Commission, succeeding Warren B. Irons who retired June 11.

Bernard Rosen, Counselor of Embassy for Administrative Affairs, Department of State, in Athens, Greece, was selected to fill the Deputy Executive Director's position vacated by Mr. Oganovic.

Mr. Irons is heading a team in the Ford Foundation's East Africa headquarters, advising the new government of Kenya.

RESULTS OF THE Health Benefits "open season" conducted in February indicate that:

- Practically all eligible employees are enrolled in the program (2,190,000 employees and annuitants, plus 4.6 million family members).
- The majority of employees and annuitants were enrolled in a plan and option with which they were satisfied (fewer than 120,000 made changes).
- Most enrollees desire the greater benefits offered by the more expensive high options.

Benefits provided by the program are currently running at about $35 million per month. Total benefits paid out since the program began 5 years ago have been approximately $1.5 billion.

HONORS RECENTLY CAME in a cluster to members of the Civil Service Commission staff: Stockberger Award of the Society for Personnel Administration to former Executive Director Warren B. Irons; Commissioners' Award of the Civil Service Commission to Lawrence V. Meloy, General Counsel; Distinguished Service Award of the Training Officers' Conference to Seymour S. Berlin, Director, Bureau of Inspections; Charles H. Cushman Award of the Public Personnel Association to Dr. Albert P. Maslow, Chief of the Personnel Measurement Research and Development Center; and Citations for Professional Accomplishments from the American Society for Training and Development to Ross Pollock and Wilton H. Dickerson of the Office of Career Development.

—Joseph E. Oglesby

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The Presidency and the Career Service

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

IN A DECADE OF GREAT and varied changes in Federal personnel management, one of the most significant developments has been the evolvement of a new relationship of the Presidency to the career service. The evolution, quickened in recent years, has served not only to strengthen the Chief Executive's control of the executive branch but also to clearly identify the President in the role of leader and top manager of the Federal work force.

Professional and supervisory personnel should be aware of and appreciate the importance of this new relationship between the Presidency and the career service. They should capitalize on it in the motivation of employees to accomplish their missions. And they should take pride and satisfaction in President Johnson's demonstrated desire to identify with them, his publicly expressed prejudice in favor of able career men and women, and his evident eagerness to recognize and reward excellence in their ranks.

It is more than coincidental that the period in which this new relationship has evolved has seen greater advances in civil service and personnel management than in all the earlier years since the merit system was established by the historic act of 1883. The same span of years marks the rise of the career civil service from one of its lowest points of public prestige to the enjoyment of increasingly high esteem.

Many career people continue to carry bruises from the campaign of 1952—significantly, the last national election in which the civil service was an issue of controversy. The rise of the career service from the low-water mark of that campaign was neither sudden nor dramatic. But the dedication and demonstration of professional competence of career men and women soon began to influence the opinion of new national leaders. The new executives had come to Washington expecting anything but competence and responsiveness from the questioned career corps. Early in the Eisenhower years, key Cabinet officers and agency heads began to praise their career associates for being at least as able, dedicated, and hardworking as the staffs they supervised in industry.

Meanwhile, the Civil Service Commission had begun to stir, assumed a new and more dynamic role. It developed a fresh outlook on its management of the merit system. During these days of reawakening and revitalization at the Commission, I had the privilege of serving as Executive Director under the strong leadership of Chairman Philip Young. It was a time of excitement and innovation that I recall with decided satisfaction.

Significantly, President Eisenhower designated the Commission Chairman as his adviser on personnel management matters—setting the stage for the new relationship of the Presidency and the career service that has since evolved. Up to that time, the Commission had been, by tradition and practice, regarded by many more a creature of the Congress than the strong staff arm of the Executive it was to become.

I view those years as a time of surveying and testing, of clearing and preparing fields for seed planting, of developing the groundwork for the future harvest. First fruits in landmark legislation and administrative accomplishments began to be garnered by the mid-1950s. They came in such forms as the new career-conditional

appointment system, the Government-wide Incentive Awards Act, modernization and liberalization of the retirement system, contributory group life insurance and health benefits coverage, unemployment compensation, the Training Act, improved pay scales, the worldwide extension of the merit system, simplified and revitalized recruitment programs, the Government-wide merit promotion program, Federal and non-Federal programs for public recognition of outstanding achievements of career men and women, and improved communication on Federal personnel management matters within Government and with key special publics.

Perhaps the pivotal point in the developing relationship—certainly a most memorable one for career men and women—was the start of President Kennedy's administration, signaled by his unprecedented remarks in the State of the Union Message addressed to the Federal work force. "Let the public service be a proud and lively career," he declared. "And let every man and woman who works in any area of our National Government, in any branch, at any level, be able to say with pride and honor in future years: 'I served the United States Government in that hour of our Nation's need.' "

A seemingly small thing—a few words in a Presidential address. Yet those words—because of their timing and setting—captured the imagination of career men and women. They set the stage for future close ties and strong identification between the Presidency and the civil servant.

The next Thousand Days saw President Kennedy frequently take occasion to address, applaud, exhort, and recognize the people in the public service. (See "Legacy of Progress," *Civil Service Journal,* January–March 1964.) And his words were matched by deeds demonstrating the importance the President attached to the role of the career service in accomplishing important national goals.

Actions to strengthen, improve, and elevate the career service during those days included establishment of the historic employee-management cooperation program, the quest for quality, a meaningful equal opportunity program, intra-agency appeal programs and equalization of appeal rights for nonveterans, broadened and improved interagency training programs, and the Salary Reform Act of 1962 that made comparability a matter of stated national policy.

If anyone feared that the gains of the new partnership of the Presidency and the career service would pass with President Kennedy, he failed to appreciate the background, character, and capability of his successor. When President Johnson said, "Let us continue," he clearly included forging strong ties between his great office and the Federal career service.

In the first days of his administration, President Johnson disclosed his determination to extend and enhance the relationship President Kennedy had nurtured, pledging to "do my utmost to maintain the high quality and character of the career service in the Government and to advance its usefulness through improvement."

ADDED EMPHASIS AND NEW ACTIONS

Lyndon Baines Johnson is a career public servant in every sense of the word. He has spent his adult life in Government service. He sees himself as a product of the public service. He has progressed from the ranks to the very top position. He is proud of his background as a career public servant. He wants the world to know it. And he especially wants the Government's career men and women to be aware of it and of his intense feeling for and identification with the Federal service.

"For 33 years I have been in Government service," he declared in his Budget Message to the Congress in January 1964. "I have known its challenge, its rewards, and its opportunities. But all these will multiply in the years to come. The time is at hand to develop the Federal service into the finest instrument of public good that our will and ingenuity can forge."

President Johnson's first job after graduating from college was as a school teacher in a little Texas town, where he taught impoverished Mexican-American children. Later he served as secretary to Representative Richard Kleberg and as state director of the National Youth Administration in his home State before he successfully ran for Congress in 1937. After five terms in the House, he was elected to the Senate in 1948 and became Majority Leader in 1952.

This experience and his service as Vice President enabled him to bring to the Presidency an invaluable background providing insights and perspectives probably permitted no previous Chief Executive. He knew the workings and interrelationships of the several branches of Government. He had watched and worked with career men and women for many years. He had learned the strengths and limitations of the career service. He had a keen appreciation of its potential for even greater contributions to good Government. He has put his abilities in administration and communications to work to help raise the entire Federal service to new peaks of performance and prestige.

President Johnson's interest in and impact on Federal personnel management has been profound and pervasive.

Not only has he continued the personnel management programs started or advanced by President Kennedy—he has given them added emphasis and impetus, and he has initiated action in new areas as well.

His personal participation in achieving salary reform and advancing equal employment opportunity are two outstanding examples of how he has given continuity and added emphasis to programs of his predecessor.

President Johnson's role in pressing for passage of the Salary Reform Act of 1964 is well known to career men and women. Without his high interest and personal persuasion, I doubt that the measure would have been enacted, and the cause of comparability would have suffered a severe—if not fatal—setback.

Federal managers know the impact of his intense interest in improving and extending equal employment opportunity for racial minorities, women, and the handicapped. Programs to open doors and assure opportunity for each of these groups have had the benefit of President Johnson's strong interest and guiding hand, and they have achieved impressive results.

He has extended the prestige of the Presidency in support of the quest for quality, employee-management relations, career development and training, Federal Executive Board activities, manpower utilization and productivity, and public recognition of Federal employees. Programs initiated in his administration have been similarly broad-ranged. They include

—his unrelenting War on Waste,
—the newly launched War on Gobbledygook,
—Mission Safety 70—to reduce work injuries by 30 percent,
—authorization of an occupational health service program,
—testing and approval of the Combined Charity Campaign, authorizing voluntary payroll deductions of pledges,
—consolidation, clarification, and strengthening of Standards of Conduct and Ethics in a new Executive order,
—a new, stronger policy and program for employment of the handicapped, and authorization for employment of the mentally restored and mentally retarded,
—the Youth Opportunity Campaign,
—overhauling and modernizing antiquated dual-compensation and dual-work statutes,
—personal support of incentive programs, including authorization of Presidential Certificates for economy achievements,
—review of civilian-military retirement programs by a Cabinet committee,
—proposals for severance pay and relocation allowance legislation,
—action and legislative proposal for personnel reform in foreign affairs agencies.

This lengthy list and the many Presidential statements and actions relating to them serve to illustrate the scope of the close relationship between the Presidency and the career service. But the best proof of the regard and reliance the President places on the career service is in his record of selections from the career ranks in making appointments to positions of great responsibility.

In recent months I have endeavored to assist the President in his search for exceptionally well-qualified people for Presidential appointments. I have been impressed by the extent to which he has picked people from the career service for these important positions. Nearly half of those appointed have been promoted from the career service or have had prior Government experience. Merit and fitness for the work—the competitive civil service criteria for selection—have been the basis for these appointments.

Judging from the rash of recent articles in newspapers and magazines, I sense a general interest in my "talent scout" and "head hunting" activity. Since I suspect this inquisitiveness is especially high among readers of the *Civil Service Journal,* I assume that a first-hand account of my efforts to assist the President in finding able men and women is in order.

IMMEDIATELY AFTER his election, President-elect Johnson told the Cabinet: "I am sure each of you shares my conviction that the character and effectiveness of our Administration will be largely determined by the quality of men and women appointed to leadership positions. This means our Presidential appointees must be men and women of character, ability, and devotion. I want to conduct a continuing talent search, in all professions and in all parts of the country, to discover these people. . . ." At that meeting, the President announced that he had asked me to assist him in his talent search.

Stories about my assignment have tended to highlight the part the computer plays in finding the right people for these positions. One article was even titled, "Careers via Computer." I want to make clear that the operation is not nearly so mechanical as such stories may make it seem. We do use a computer. Its role is important in enabling quick identification and retrieval of information concerning qualified candidates for positions with certain specific characteristics. But the human hand and mind play a much more important role both prior to computer input and after its output.

We have assembled information on more than 20,000 potential appointees. Our file has been developed from recommendations drawn from such sources as business, labor, education, government, minority groups, and various organizations and individuals. We have included men and women who are well known as leaders in their fields and those who have earned high honors such as the President's Award for Distinguished Federal Civilian Service and certain non-Federal awards. Recently I requested each department and agency head to provide me with the names and biographies of the five most promising careerists in their organization. About half of the people in our file are now in Government but have the potential for positions of greater importance than the posts they now hold. (*over*)

When a recommendation is received, we screen the person's qualifications and characteristics and make certain inquiries to decide whether he is of the caliber to be considered a candidate for a Presidential appointment. If he passes muster, certain locator information relating to qualifications is cranked into the computer. When a vacancy occurs or a new position is created, we begin with a profile of the special qualifications requirements. Frequently the President specifies certain criteria, such as a special capability, background, or characteristic.

Then the computer comes into play. We feed in the essential qualifications information. The computer identifies all who meet the basic requirements. This enables us to locate the names and folders for all potential candidates. We screen these to narrow the choice to those who seem best qualified for the particular position. In reviewing the folders to refine the list, we often talk to people who are acquainted with the candidates and their abilities. Before any appointment decision is made, a full field investigation is run. Candidates beyond the capacity of the file are sought concurrently through special recruiting efforts.

When we have a satisfactory "certificate" of names for the President's consideration, I make a brief written appraisal of each candidate and usually recommend the one I consider best qualified. But the decision is made by the President.

My role is to assemble information on possible appointees to give the President as many qualified people as possible and to organize the information in a form that will aid the President in reaching his decision. Sometimes the President is not satisfied with any of those offered for his consideration—and we have to start over.

PRESIDENT JOHNSON PLACES great stock in intelligence, demonstrated intellectual capacity, and academic achievement. He is interested in knowing if a candidate is a Phi Beta Kappa, if he graduated with high honors, how he stood in his class, if he holds advanced degrees and how long it took to get his degree, whether he was a Rhodes, or Wilson, or Marshall Scholar. He usually prefers relatively young people, 35 to 50 years old, who are on the way up in their organizations—those management has identified as comers. He wants to see evidence of analytical and administrative ability and of broad-ranging curiosity—people who have varied interests and do not have a narrow, parochial point of view. And, of course, he is looking for people who feel a commitment to Administration programs.

The President is proud of the caliber of people he has appointed, and especially proud of the record of career men and women he has selected. This has been highlighted in a number of Presidential statements and in his practice of personally introducing new appointees, whenever possible, in announcing their selection at his news conferences.

I had the pleasure of being present at the LBJ Ranch in March when the President presented seven new appointees—two of them from the executive career service and one from the legislative branch. They were: John G. Adams, appointed a Member of the Civil Aeronautics Board after 16 years of service in career positions in several agencies and heading three operating bureaus of CAB; John L. Sweeney, promoted to Co-Chairman of the Appalachian Regional Commission after helping to draw up the program as an assistant to the Under Secretary of Commerce; and Sam Zagoria, former Washington newsman, Nieman fellow, and administrative assistant to Senator Case since 1955, named a Member of the National Labor Relations Board.

At the time, the President told reporters the new appointees brought his major appointments total to 163. "Of the 135 nonjudicial appointments almost exactly half, 49 percent, have been purely merit appointments from the career service of the Government or other Government background," he said. "Fourteen percent additionally have come from universities, 16 percent from business and labor, 19 percent from the legal profession. And I would like to add they have included both Republicans and Democrats." The latest tally shows that 54 percent of President Johnson's nonjudicial appointees have been careerists or have had prior experience in Federal, State, or local government.

A fact that has not received wide notice is that all nine of the Under Secretaries of Departments appointed

The Box Score

MAJOR PRESIDENTIAL APPOINTMENTS

(As of August 7, 1965)

	TOTAL		NONJUDICIARY	
	Number	*Percent*	*Number*	*Percent*
Government service	168	46	168	54
Law	91	25	38	13
Labor and industry	51	14	51	16
University	41	12	41	14
Not classified	9	3	9	3
TOTAL	360	100	307	100
Full-time	296		243	
Part-time	64		64	

IN CONGRATULATING the 10 winners of the National Civil Service League's Career Service Awards on May 19, 1965, President Johnson said:

"We need more, and better, and experienced, and qualified people for the Federal Government in the days ahead, and we are going to the career service to get them."

by President Johnson were promoted to their present posts from within their departments and are either careerists or have had long public service. For example, the recently named Under Secretary of Health, Education, and Welfare, Wilbur J. Cohen, has over 30 years of Federal service—26 years as a full-time civil servant and 5 as a consultant. He entered Government in 1934 as assistant to the executive director of the Cabinet Committee on Economic Security which drafted the original Social Security Act. From 1935 until 1952 he was technical adviser to the Commissioner for Social Security, and from 1953 until 1956 he headed the Division of Research and Statistics. He became professor of public welfare administration at the University of Michigan in 1956 and served as consultant to a number of agencies before becoming Assistant Secretary of Health, Education, and Welfare in 1961.

Similarly, career men have been selected to head important independent agencies. William J. Driver, a career employee with the Veterans Administration for 16 years—the last four as Deputy Administrator—became the first careerist to head the Veterans Administration. Lawson B. Knott, who began his Federal career as a mail clerk in 1935 and held progressively responsible positions in the Departments of Army and Agriculture, Public Buildings Service, and General Services Administration recently was promoted from Deputy Administrator to Administrator of GSA. And A. Ross Eckler, who has been with the Census Bureau since 1939 and its Deputy Director since 1949, was promoted to head the agency. Driver and Eckler were recipients of the National Civil Service League's Career Service Award.

Recent Presidential appointments have also included promotions of career men to the No. 2 posts in their agencies: Richard M. Helms, who has served in the Central Intelligence Agency and other intelligence agencies since World War II, became Deputy Director of CIA; Warren W. Wiggins, who had worked in the Marshall Plan and the Agency for International Development before helping to set up the Peace Corps, was named Deputy Director of the Peace Corps; and David D. Thomas, who began his career as an air traffic controller with the Civil Aeronautics Administration in 1938, was promoted from Associate Administrator to Deputy Administrator of the Federal Aviation Agency. Wiggins won the Flemming Award in 1962, Helms the Civil Service League Award in 1965, and Thomas the President's Award in 1963.

President Johnson's record of reliance on the career service in seeking top talent and in bringing their efforts to bear on programs and problems of his Administration is unparalleled in our history.

In this high-level appointment process the returns are never complete. The talent search must continue. It must find men and women to fill current vacancies and to build a ready source for future use. And the career service promises to be a prime reservoir in meeting these needs.

WHAT IS THE MORAL in this for the career service—particularly for professionals with management responsibility? It is simply that a firm foundation has been laid for creating an enduring partnership between the Presidency and the Federal work force. Since the founding of this Nation, innovation and experimentation have been the rule in institutionalizing Government programs, agencies, and relationships. Those that have proved their value through time and testing have endured; others have been tried, found wanting, and discarded. In my opinion, the emerging new relationship of the Presidency and the career service has great promise and potential for contributing to more effective and economical government and service to the American people. And it can bring great benefit and prestige to the Federal career service. It remains only for career men and women to work as diligently as the President to perfect the partnership and assure it long life and good health in the Nation's service.

Federal Agencies and the New Work-Study Program

by NICHOLAS J. OGANOVIC, *Executive Director*
U.S. Civil Service Commission

FEDERAL MANAGERS AND FIRST-LINE supervisors will soon be hearing about student work-study programs now becoming operational under the Vocational Education Act of 1963.

They will be encouraged to participate—and they should take the matter seriously. For, not only will they be assisting our youth to stay in school and get the best possible vocational training, but they will gain immediate benefit to their own Federal programs. Under the work-study programs, Federal agencies and their field facilities can avail themselves of the part-time services of vocational education students whose work experience is being financed by a special appropriation under the act.

The Vocational Education Act of 1963 provides grants to States to enable local educational agencies to provide work assistance to full-time vocational students. The students who need and get this work assistance may work in the local educational agency or for "some other public agency or institution." In any case, their wages will be paid by the local educational agency from the Federal grant.

The Comptroller General has ruled that Federal agencies are included in the definition of "some other public agency or institution."

THE PROGRAM

The work-study program is designed to help full-time vocational students stay in school by providing them part-time job opportunities. The program can operate only where the U.S. Commissioner of Education has approved plans submitted by State boards for vocational education. All States now have approved plans which entitle them to Federal assistance. In addition, it is expected that the jurisdictions of the District of Columbia, Puerto Rico, the Virgin Islands, Guam, and American Samoa will participate.

State boards are responsible for the overall administration of work-study programs in their areas. They administer the program in schools or classes under their direct control—and are responsible for approving and supervising the programs of participating local educational agencies. The boards must make sure that no part-time employment is offered to students that will cause the elimination or replacement of any other employee.

During this fiscal year, $25 million of Federal funds are available for the work-study programs, practically all for student compensation. Allotments to the expected 55 participating jurisdictions will be in proportion to their youth population between the ages of 15 and 21.

THE STUDENTS

It is anticipated that from 60,000 to 100,000 young people will be employed under the program this fiscal year. The number will depend, among other things, on how the States decide to distribute available funds and the pay levels they establish. Students generally will be paid at the current local levels—not necessarily the Federal minimum wage.

All students will be enrolled full time in vocational education programs designed to fit them for gainful employment as skilled or semiskilled workers or technicians. They must be at least 15 years old but less than 21 at the beginning of employment under the program, and must be in need of earnings to start or continue their vocational education. They will also, in the opinion of school authorities, be capable of maintaining good standing in school while employed.

THEIR JOBS

A student may not work more than 15 hours a week while attending classes. The local educational agency cannot pay a student more than $45 a month or $350 an academic year—except for higher maximums for students living beyond a reasonable commuting distance

from their schools. During the summer vacation period, students may work full time. Their summer earnings do not count against the dollar limitations.

Where possible, work should relate to the student's educational program and should provide maximum utilization of his vocational competencies and interests. In this connection, however, the Office of Education stresses that this is a work-*study*, not a work-*training*, program and that it is not *essential* that work be in the occupation for which the student is training.

Work will typically be at the aid or assistant level. Under appropriate supervision, students may perform many portions of a job that do not require full job competency. Some job areas suggested by the Office of Education are:

—nurse's aid
—teacher aid
—typist
—orderly
—tutor
—receptionist
—cafeteria worker
—coach or sports aid
—recreation worker
—repairman
—office machine operator
—grounds and buildings maintenance worker
—laboratory assistant
—audio-visual equipment operator
—supply assistant
—clerk

The Office of Education points out that the above jobs are merely illustrative of possible assignments. There are many areas of vocational education, including such diverse fields as business and office work, distribution and marketing, home economics, agriculture, trades, industries, health laboratory work, and data processing—to name some of them. In many cases, students will be far along in their vocational training.

ARRANGEMENTS WITH FEDERAL AGENCIES

The Civil Service Commission and the Office of Education strongly encourage Federal agencies to review the possibilities offered them for participation in work-study programs which can be justified in terms of agency resources and manpower requirements.

The unique opportunity immediately offered is that of securing the part-time services of young people who might not otherwise be available because of personnel ceilings or the budget situation. Work-study arrangements should serve as a prime method to acquaint students with Federal career opportunities; they can also serve as a productive source of personnel for handling peak workloads. For students, such arrangements provide needed income and motivation to stay in school.

Agency participation in the program is made simpler administratively by the act itself, which states that work-study students shall not by reason of their employment be deemed employees of the United States, or their service deemed Federal service, for any purpose. They are therefore not entitled to any Federal benefits such as insurance or retirement.

Briefly, operating arrangements will be:

—In each State, the program will be under the direction of a State board for vocational education.

—In practically all States, work-study arrangements will be between a Federal agency or installation and a local board of education or other authority responsible for public schools in a locality.

—Work will be performed in accordance with a written agreement between the local educational agency and the Federal agency or installation.

—Participating Federal agencies will be expected to assure responsible supervision of students they use. In this connection, agencies will generally have available the advice and assistance of school work-study supervisors.

—The local educational agency will ordinarily arrange for any work permits that may be required under local or State law.

—Federal agencies will be asked to provide information on the number of hours students work for them. They may also be asked to provide some evaluation of job performance and work attitudes.

—Students need be retained by Federal agencies only as long as they continue to be acceptable. However, agencies will be expected to first consult the work-study supervisor before discontinuing the services of any unsatisfactory student worker.

Departments and agencies seeking information or assistance regarding actual participation should contact the Bureau of Adult and Vocational Education, Office of Education, Department of Health, Education, and Welfare, Washington, D.C. In the field, installations can communicate directly with State directors of vocational education or local school boards or superintendents of schools.

For Federal managers the question becomes: Why pass up such a good opportunity to help worthy youngsters—as well as your own program?

PERSONNEL— Our Most Important Resource

by ORVILLE L. FREEMAN
Secretary of Agriculture

IF I HAVE BEEN a successful Secretary of Agriculture, my success has been due, in no small measure, to you—the personnel officers of the Department—and to the fine work you have done to improve our manpower use during the last 4½ years.

I have not met with you as a group since early in my administration. And I think this is an indication in itself that you people have been doing a good job without any prodding from me.

But although I have not met with you as a group very often, I have been aware of your good work and your efforts to improve the Department and our services to the public.

Joe Robertson, Carl Barnes, and your administrators have kept me well informed of your achievements. And I want to congratulate you and to thank you for the help you have been to me collectively and individually.

We all have plenty of room for improvement; we all need to do better, and I am sure we will. But I do want to commend you especially for your efforts and your progress in several specific areas.

For instance, I want to congratulate all concerned on the automation of our personnel records. You have been part of a pioneering program which is being eyed by other agencies of the Government. I know what it has taken to do this job. It has been rough. And until we get all of the skills data and other vital statistics on our employees into the system, it will continue to be rough.

Up to now, you all have been putting a lot of time and a lot of hard work into the automation system and—except for the payroll part of the system—you have been getting little out of it in return.

But now this work is beginning to pay off. It's beginning to produce results for you in the form of data you can use to make better personnel decisions.

Certainly the personnel folders I've seen are just about useless in indicating what *kind* of person the individual involved really is. My experience is that they are filled up with "paper records" that contain no really useful information about the *real* strengths and weaknesses of employees for the *most effective* personnel decisions as to placement, promotion, reassignment, awards, etc.

This may indicate that you have been emphasizing job description to the virtual exclusion of anything that could be termed an effective performance rating system. Until this is done, how can we talk about a "merit system" in a really meaningful manner?

As to ADAM—the personnel statistical reporting system—I am most pleased to note that most of the regular reports and notices are now in production.

These are reports required by the Civil Service Commission, the Budget Bureau, and the Congress. They reflect a statistical profile of almost every aspect of our job structure.

For example, if I need a chart showing precisely the people, the job titles, grades, etc., for each organizational unit in the Department, ADAM will quickly make it available. This is done literally by pressing the right button in our computer in New Orleans.

Not long ago—through the use of ADAM—we were able within 3 days to give the Defense Department a list of all our employees who are military reservists and their reserve status.

We were the only Federal agency able to give the Defense Department this type of information so fast and so accurately. We were able to do something no other department of the Federal Government could do.

So, for the first time in the history of the Department of Agriculture we now have the capability of the data we need—the data such as our "Manpower Outlook" provides, and our "Survey of Leave Use and Carryover."

I think it is clear that, as this sort of information is developed and made available to you, it should be used. You need to do more than just read the report and say, "Well, how about that!"

You need to take the report and run with it—move it into your agency data and give it the depth analysis needed. Then give it the action that is called for. Use

—from remarks at USDA Personnel Officers Luncheon, June 2, 1965.

the information with imagination. It's your management tool.

I AM PLEASED TO SEE the progress we have made during the last 4 years with our "department-centered" training programs—such as the one for Interagency Management Development. I am personally interested in stepping up the tempo of our training of upper and middle managers in USDA through such high quality interagency efforts as the USDA Seminars in Executive Development and Seminars in Middle Management.

I am proud of the Seminars in Executive Development that originated 3 or more years ago with several of you present during a number of sessions. Here is a positive program to provide USDA executives with a broader orientation to the department, the Federal and State governments, the Nation, and the world.

In this program more than 360 USDA top managers have spent a week exchanging ideas in depth during the past 3 years with people like Patricia Harris of Howard University, newly appointed Ambassador to Luxemburg, and John Lovell, literature professor at Howard. They were teamed with people like our own Harry Trelogan and the late John Brewster and many other talented key resource people.

This is developing our key USDA management team in depth and across agency lines and broadening our horizons.

An editorial writer of the Los Angeles *Times* said, in part, about this USDA training program that "the breadth of the discussion was astounding . . . it fitted into my idea of what serious governmental officials need to keep in mind to maintain a wide horizon."

I am also pleased with the progress we have made with our Seminars in Middle Management, again crossing agency lines. I note with special interest that nearly 500 USDA middle managers have participated in this during the last 2½ years, with agency requests already exceeding the 350 mark for fiscal year 1966.

I have been especially impressed with the possible cost reduction proposals coming from these middle management sessions held across agency lines. Twenty-nine such proposals have been made that could possibly save over $7 million. They may not all be practical, but this is the kind of constructive thinking we need to encourage.

NOW, LET'S TALK ABOUT cost reduction. Obviously, I don't have to tell you people about the President's interest in reducing the costs of Government, nor about my own personal interest in cost reduction here in the department. And this interest and concern isn't slackening. For example, President Johnson stated these objectives in his recent budget message: "Where there is waste, to end it; where there are needs, to meet them; and where there are just hopes, to move toward their fulfillment. . . ."

I am very proud that during the last 4 years we have been able in the Department of Agriculture to save the taxpayers of the United States more than $375 million in reduced costs and increased productivity.

The spectacular results of this program not only have saved the taxpayers more than $375 million in cost reductions and avoidance of cost increases, but last October gave USDA top ranking among all the nondefense Cabinet-level departments of Government in terms of dollar savings realized.

This has been accomplished in the face of a sharp increase in the workload of the department. For instance, since 1960 there has been a 47-percent increase in recreation visits to the National Forests; an 18.4-percent increase in the pounds of meat and poultry inspected; and a 25-percent increase in the number of children fed under the School Lunch Program. There has been a 140-percent increase in Farmers Home Administration loans and grants to farmers and other rural people. There has been a 94-percent rise in watershed projects under construction.

And despite this increase in the workload, USDA employment actually declined by 4 percent in the last fiscal year, reversing a longtime trend of rising employment.

This cost-reduction effort was most pleasing to the President, and highly gratifying to me. But we must keep everlastingly at it!

Of all the people in our department, it is most imperative that you, the personnel officers, closely identify yourselves with the cost-reduction objectives of the President and the Office of the Secretary.

You can do this at the agency level, just as our departmentwide cost-reduction program has been carried out under the leadership of the Office of Personnel.

I NOTE THAT the organization plans of most of our agencies are developed in agency personnel offices. This is a little different place for this function than is customary, I believe. This means that you must do a real hard-nosed, professional job to see that our organizations are as lean and as effective as absolutely possible.

We must trim away the fat and keep it trimmed away. And since you play a vital role in this business of organization, I am looking to you to put some real thought and ingenuity into it.

Are you doing this? Or are you simply drawing boxes and lines on organization charts? Are you really analyzing the job needs of your agencies and eliminating unnecessary positions?

We have examples now of Budget Bureau and Civil Service Commission organization reviews which indicate

that tightening up can be done in certain agencies. I am not expecting us to wait for this to be done by outside groups. We are to take the lead in cleaning up our own house. And, to use an old Marine term, you are in the "attack wave" in that operation.

One of the weapons you have—one of the new tools you have to work with—is your "position management" or job control program, one of your most important new personnel concepts.

This involves periodic job reviews. It also involves taking a hard look at every work position in your agency. Are there any that are unnecessary? Are there any that can be eliminated? Can the work be assigned elsewhere to get the job done better?

The President's interest in all of this must be clear to you now. We are all on his side in this matter.

I understand you are under instructions from the Office of Personnel to prepare and submit plans in writing on position management programs which will meet certain criteria laid down by the Bureau of the Budget and the Civil Service Commission.

Have you reacted positively to these requirements? Are you taking seriously the responsibility for periodic job reviews? Are you determining whether all the jobs established in your agency are really necessary? Are you identifying those that can be merged with other jobs and showing, as expected and appropriate, the reduction of total man-hours or man-years required to do the work?

Are you looking at the number of assistant or deputy positions that exist in your agency and determining what the incumbents of those positions really do? Are assistant and deputy positions really necessary in many cases? Are you reporting savings under this program in the cost-reduction program?

Now, I have been very much impressed with the job Agricultural Stabilization and Conservation Service is doing in its job review program. It would be well for all of you to take a look at it.

ASCS requires an annual review of every position in the Washington office. Personnel officers and position classifiers assist top management in the review and decision-making process. The purpose of this review is to determine whether each position should be continued.

This requires a review of the work performed—whether the position is necessary in the first place? Can it be assigned elsewhere and be done equally as well?

A master list is made of positions slated for elimination. The name of the person occupying the position is included on the master list. The personnel officer uses the list to maintain a strict control so that any position to be filled anywhere in the agency in Washington must involve a consideration of the names on the master list of the positions that are to be abolished.

If a reassignment can be made from the list, or a retirement occurs, the position is then abolished. The master list is updated every month and brought to the attention of the Deputy Administrators and the Administrator. The updated list includes a progress report.

Thus far, ASCS has abolished 93 positions through May 7 by the use of this technique. Grades of positions abolished ranged from GS–2 to GS–16. Eighteen percent of those abolished were in grades 14 through 16. Thirty-nine percent of those abolished were in grades GS–11 and above.

Dollar savings resulting from the eliminated positions are included in ASCS's reports to the Office of Personnel under the Cost Reduction Program. Thus far, the 93 positions add up to roughly $840,000. This means that had these positions been filled when vacated, ASCS costs for salaries would have been $840,000 a year more than it is. And this does not include savings for office space, office equipment, and related items.

I would like to ask each of you to ask yourselves whether this is done in your agency. If not, why not? And this I am asking the agency head as well as the personnel officer.

ANOTHER QUESTION. Do you have a work measurement system to precisely identify what the products of personnel, manpower, and money inputs are? Can you show whether productivity is increasing or decreasing?

ASCS has such a system, and so does the Office of Management Services. Production in ASCS has climbed sharply in recent years and was 26 percent higher in 1964 than in 1960. This represents a saving in manpower of more than 6,000 man-years.

Although work measurement does not, by itself, increase production, it does provide management with the information it needs to use its manpower in the most effective manner.

Manpower development is another highly important program that can greatly improve our operations. Are you doing a top-flight job here?

To what extent have you developed a system for identifying promising young talent in your agency? Do you have a system for determining employee characteristics that management needs to know about in job placement, promotion, or reassignment?

Do you have a job training program to sharpen employees' potentials? Do you have a career system to show young people the alternate paths they might choose to reach the top of their particular profession?

We need programs like this to recruit, train, and expose people to challenging opportunities that will give them the type of experience that will make them broader-gaged, more sensitive, better administrators.

Does your agency have a system for planned rotation of your employees with potential for leadership roles?

I've long been an advocate of rotating people through a variety of assignments. This not only serves to broaden

the younger employee, it helps to stimulate the employee in the higher reaches of the organization.

This brings up another question of how many personnel officers have been used by the agency heads in assignments other than personnel administration.

You notice that President Johnson is using Chairman John Macy of the Civil Service Commission for other assignments. The newspapers frequently mention the "many hats" that Macy wears these days.

We have used Carl Barnes in much the same manner to direct our departmentwide cost-reduction effort. There is no reason why agency personnel officers cannot also be used in other assignments to improve our operations.

Our agencies would do well, I think, to accept a program of moving top-level talent from one agency to another.

Recently I proposed that such a system for rotational assignments between as well as within your agencies be staffed out and submitted to me for consideration.

This sort of job-rotation system, I think, will not only be good for the Government, it will be good for the employee.

You'll be asked to help on this at some point, and I want you to really put your backs into it.

YOU ALL ARE FAMILIAR with the subject of equal employment opportunity in Government. Much has been said and written on this subject lately, and a great deal is being done about it right here in our department and throughout Government.

You know how the President feels about this, and you know how I feel.

Although our employment of minority groups is increasing, there has been a tendency on the part of some personnel officers to generally approach this as simply a "normal" type of activity. But it is more than that.

We need to realize the affirmative action expected and demanded by the President. And we need to increase our efforts.

We must not be negative or complacent about this. If we find that there are not enough qualified applicants for some jobs among minority groups, we need to ask ourselves why, and what can be done about it.

Personnel people should be particularly expert in this area. I expect you constantly to be engaged in a renewed campaign to solve this problem. I have asked for monthly reports—not only on your effort but especially on your results.

THERE IS ANOTHER TOPIC I want to mention to you today, and that is the subject of safety.

Frankly, I was curious as to what would happen when we established almost a full-time Safety Officer position for the department in the fall of 1961.

I am glad we took that action. I am proud of the job that Henry Shepherd has done. I am pleased with the results.

I featured safety as one of our important cost-reduction programs when we had the Vice President here in the department last month. I used it again at a Cabinet meeting a couple of weeks ago. I did this with pride. The USDA personnel offices can also be proud of what they have helped accomplish here.

We were nominated for the President's Safety Award, based on our 1962 record. We didn't win, but were a runner-up. We have now been selected as a winner of the President's Safety Award for 1964.

The satisfaction of winning is great. The satisfaction of knowing we have saved lives and avoided human suffering is even more gratifying. The fact that we have saved the taxpayers over a million dollars since 1961, based on direct injury costs for the department that year, is highly commendable.

I was proud to present four Special Merit Awards for safety at our Annual Honor Awards Ceremony May 18. The recognition of the Department Safety Officer and the Safety Officers of Forest Service, Soil Conservation Service, and Agricultural Research Service, were based on the substantive accomplishments that enabled the department to win the President's Award.

While our progress is good, our record must be improved to meet the President's goal for Mission Safety—70. A 30-percent reduction in injuries is called for. Every agency must establish goals in line with Mission Safety—70.

I stand squarely with President Johnson on the need for an aggressive safety program that will save lives, reduce suffering, and avoid the terrible cost of accidents.

We can win the President's Safety Award again.

I ask each of you to share in the safety program to the best of your ability. You have my backing for an all-out safety program.

Finally, I want to thank you again for the help you have given me.

Together let us move on to even greater efficiency and service to the people of America, always keeping in mind Sir Francis Bacon's warning that, "He that will not apply new remedies must expect new evils, for time is the great innovator."

And although you have done a good job, let us heed the advice of Sir Winston Churchill in one of his famous wartime memo's where he wrote, "Pray do not let it be thought that you are satisfied with such a result. If you simply take up the attitude of defending it, there will be no hope for improvement."

A frank discussion on tearing down old fences between men . . .

by ROBERT M. CUTTS, *Assistant District Director*
Internal Revenue Service
Wichita, Kansas

A POSITIVE APPROACH TO EQUALITY

NOT LONG AGO I attended an Equal Employment Opportunity Seminar in St. Louis, jointly sponsored by the St. Louis Federal Executive Board and the Civil Service Commission.

This seminar opened my eyes and jarred me into the realization that here in mid-America there has not been equal employment opportunity for minority groups—particularly for Negroes—and that agency heads had better do something about it.

What made the St. Louis seminar so successful was the atmosphere of open candid exchanges of viewpoints. Previous to this conference the Federal Executive Board had canvassed their agencies and found Negro employees in responsible positions who were interested in participating in the equal employment opportunity program. Most of these Negroes were grade GS–11 or above. They were not speakers on the agenda, but like all of us attending the seminar, they were urged to take an active part in asking questions or commenting on the speaker's presentation. They were encouraged to honestly speak their minds. The resulting dialogue was extremely enlightening. Examples of prejudice and discrimination were exposed; conflicting viewpoints were tossed out on the table and dissected.

Let me give you an example: The assistant head of a large agency which employed many Negroes in lower grade unskilled positions gave a short presentation on assignment and promotion. He said there was no discrimination in his agency. He knew this because there had been no cases referred to their Deputy Employment Policy Officer. Everyone was convinced of his sincerity. At the conclusion of this presentation a Negro participant from another agency proceeded to enlighten us all. We were told just how much prejudice did exist at the lower levels of supervision that the agency executives were apparently unaware of. The Negro had many contacts with the Negroes in the agency and could cite facts and figures to support his allegations.

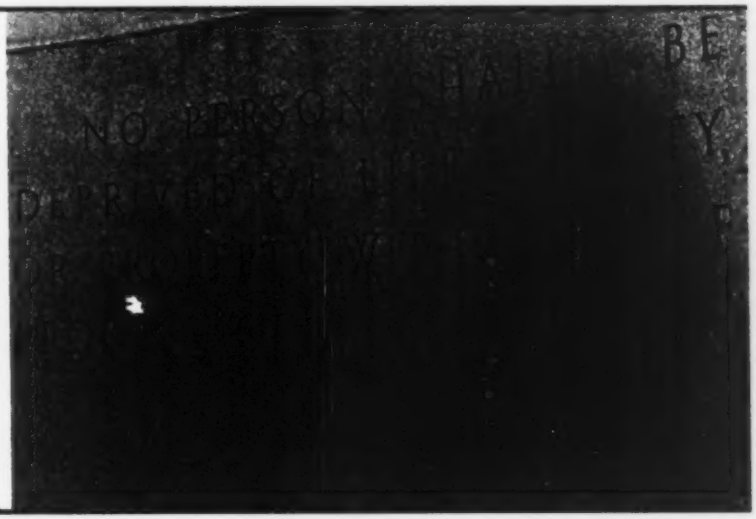
Why didn't the agency assistant chief know about it?—Fear. It was the Negro employee's fear of being tagged as a troublemaker; fear of losing the security of his Federal position; fear of losing some small chance of advancement. An atmosphere of prejudice had existed a long, long time. Fortunately, there was indication that this climate was changing and that the official policy of the Government was sifting down to affect this change, but subtle discrimination had gone on for years and years. The Negro who made these charges said that a year ago he would not have dared to stand up in a meeting and so candidly express himself. His comments were then corroborated by another Negro, a Negro who

—from a speech to the Wichita Federal Business Association, April 15, 1965. Reprinted from the *Visitor,* Personnel Management Newsletter, St. Louis Civil Service Region.

had achieved a relatively high position as a personnel officer. He originally had worked in another city for the agency which the speaker represented, but had to leave it in order to get out of a menial position.

Now let me again state that the Negroes purposely sprinkled in the audience to precipitate this kind of discussion are responsible, relatively high-graded employees with good employer relationships. They are not troublemakers. But, in the minds of many white Americans they would have been unjustly branded as being antagonistic. If a Caucasian demonstrates persistence to overcome an injustice or to gain what is rightfully his, he is generally recognized as having a lot of guts and is generally admired. If a Negro does the same, he is often automatically "a troublemaker," "pushy," or "too big for his breeches." He is accused of trying to move too fast. Think about the kind of a Negro who is most often commended in our work and associations. It is the Negro who never "gives us any trouble," is retiring, *quietly* does a good job, and does not bother anyone. This is the type which we would all be happy, especially these days, to have in our organizations. Aggressiveness, ambition, and gregariousness are characteristics readily acceptable in white persons, but not in a minority race. A Negro must "know his place." This subtle type of prejudice seems to persist more than any other.

The St. Louis Federal Executive Board equal opportunity program achieved its success by establishing this honest opinion communication between employees and agency officials by involving these outspoken, responsible, higher-grade Negro employees. Naturally, when I was asked to be Chairman of the Equal Employment Opportunity Program Committee, one of my first thoughts was to do the same here. I felt we could involve Wichita Negroes, grade GS–11 and above, in our program. They could be that invaluable link in communications and understanding for us. Unfortunately, I do not think we can do it. Why? Because from what I can determine our Government agencies here in Wichita do not have enough Negro employees in responsible positions. Why not? Could there have been some past discrimination in the Wichita Federal community? At least, did not the Negro think there was, and thus produce the same condition?



Now I expect we can all take comfort in our own minds with the thought so often expressed: "We tried to hire Negroes for better jobs, but we could not get anyone qualified." How often have you heard, "It's up to them to do something for themselves"? Furthermore, surveys bear out the fact that few Negroes in Wichita are qualified for most responsible Federal jobs. It is admitted that there is apathy and not enough effort being made to prepare themselves for better positions. The big question, however, is *why*. What is the cause of this apathy?

TODAY, MOST OF US in Federal management would not think of practicing discrimination. Even if we don't believe in the equal employment opportunity program we had better comply with it or we would be in trouble with our agency, the Civil Service Commission, and the President of the United States.

For the past several years, under administrations of both political parties, many antidiscriminatory policies have been promulgated. But when Government representatives go into Negro communities and say there is no discrimination in Federal employment, *the Negroes do not believe it.* They still believe there is discrimination and they still feel that it is fruitless to work hard

and prepare themselves with skills and knowledges they can never use. Why do they have this feeling of futility? I am sure that most of us as individuals talking to responsible Negroes would be considered honest men. They would believe in the sincerity, if not the enthusiasm, of our words. But Negroes, too, can be prejudiced. Prejudice is defined as preconceived judgment or opinion. Negroes for generations have seen discrimination practiced. They have not seen *enough* equal employment opportunities to believe that the effort to qualify themselves would be a worthwhile task. For the most part, this feeling is not caused by the practices of the agency heads today, but it stems from the practices of our predecessors. It may not have been your immediate predecessor or the one before him, but sometime back in the recent history of your agency it did exist. It stems also from other communities from which the Negro has migrated. It stems from the attitude that his father and grandfather had, and had with reason, and it has an effect on the thinking of the present generation.

Thus, we are faced today with a condition which we personally had no part in creating. The Negro in Wichita is not qualified. He is apathetic. He won't make the effort to get qualified because of preconceived opinions that he doesn't think this will do him any good. It is a vicious circle. The positive action required of all of us here as Federal officials can best be directed to the task of ending that vicious circle. We must do our utmost to assure the Negro that if he gets himself qualified there is a job for him in the Federal Government without discrimination. We must leave a legacy for our successors quite different from the one which we inherited. There must be equal employment opportunities for all races, creeds, and religions, and both sexes, within the Federal Government.

Now, this will be no easy task. It is not just a matter of going into a Negro community and saying that there is no discrimination in Federal employment, that there is equal opportunity for all. Remember, we have to overcome a skepticism that has been built up for generations, a skepticism that was based on fact. Here in Wichita we cannot point to a number of really successful Negro Federal employees and say, "Here, this proves it, seeing is believing." We cannot produce Negro men and women and say to the youth, "These people stayed in school and got good grades and see how successful they are."

Another obstacle in our path is the present lack of vacancies. Many agencies are tightening up, eliminating jobs, or filling jobs with displaced personnel from other installations. Many agencies are in no position to offer any specific employment to anyone.

What can we do? Well, first of all, we can start with the youth. Convince them that they can break the pattern of this vicious circle that their parents and grandparents were in. Convince them that when we are in a position to do active recruiting they will be hired without discrimination if they qualify. Convince them that they must continue their education so that they can qualify. Convince them that once they are hired they will be treated equally with other employees.

The concentration on youth is one of the main thrusts of the developing program proposed by your Equal Employment Opportunity Committee. I think it is important for me to go into a little depth regarding some of the things the committee is doing besides this emphasis on youth. But first, I want to re-emphasize the importance and scope of the whole equal employment opportunity program to the Federal community in Wichita. I will try to avoid any moral or sociological considerations or private feelings, either pro or con.

We have no choice—we are required to pursue this program. Everyone here is a part of the executive arm of Government. Executive Order 10925 made it quite clear that managers of executive agencies must take positive affirmative action to end all discriminatory actions within the Federal Government. Subsequent words and actions by the President, the Civil Service Commission, and the President's Committee on Equal Employment Opportunity clearly indicate that positive action means going out and doing something to correct past wrongs and does not just mean that agencies can passively wait for some incident to demonstrate their antidiscriminatory policies. You might also think that it is up to the agency headquarters in Washington, or perhaps your regional office in Kansas City or Chicago, or wherever it may be, to set the pace for the program and initiate this positive action. This is not the way that progress is being measured. We are being evaluated as a community. Civil Service Commission and agency surveys and reports are being made on a local basis. The local agency head will be the one that sooner or later will be asked the question, "What positive affirmative action have you taken in the equal opportunity program?" Now, this is a responsibility all individual agencies have, but, because it is a program that embraces all Federal agencies, it is the kind of thing that can best be carried out by a joint effort.

The principal reason the FBA was formed was to carry out just such programs. That is why I am speaking to you today rather than there being a program that would be less serious and certainly more entertaining. I am sure most of us would prefer to work together on this rather than embark on an individual program. This is why the Equal Employment Opportunity Committee was set up in the FBA.

The committee has three members, but this is only for the sake of having a workable size and not to exclude anyone or any agency. You will note from the membership, for example, that several of the larger agencies in Wichita are not represented. Anyone is welcome to pitch in at any time, however, and we are always open to suggestions

and advice. As we see it, in fact, we will probably have to set up some working subcommittees to the EEO Committee as we get more active in our program.

So far, what is our program? The successful programs of other cities were examined and we selected those things that would accomplish most in Wichita. Four main objectives were essential. First, to establish communication between the Federal Business Association, as representing the Federal community as a whole, and leaders of minority groups. Second, to achieve liaison with the other Federal, State, and local governmental bodies with responsibilities in the equal employment opportunity field. Third, to promote and develop favorable attitudes on the part of supervisors toward the practices of equal opportunity in all phases of the employment relationship. Fourth, to present an active program to the youth of the minority groups to encourage them to remain in school and study so that they will be able to qualify for responsible Federal positions.

"What can we do? Well, first of all, we can start with the youth . . ."

So far, what have we done toward accomplishing these objectives? On the first objective, we have visited with the leaders of the NAACP and the Urban League. We had met with these same leaders last year. On this second visit, however, I believe they were more convinced of our sincerity. It may take many more visits to fully convince them that we are not just some other group with a passing or obligatory interest in a currently popular cause. They are now at least aware of our existence and what we hope to accomplish. We have offered our help and asked for their suggestions. The Urban League has recommended that we participate in its career counseling program through the community council which they are establishing. We have agreed to do so.

On the second objective, we have made contacts with the State Commission on Civil Rights and with the Wichita Human Relations Commission. We have no specific joint program with the State group, but they will contact us at any time they think we can help. We will be working with the Employment Section of the Wichita Human Relations Commission.

On the third objective, we feel that successful implementation is the prime responsibility of each local agency head. He must, by words, actions, attitude, and behavior, convince all of his subordinate supervisors that they must have favorable attitudes toward all phases of the equal employment opportunity program.

On the fourth objective, we are just developing our program with the youth. The committee has a number of good ideas in this area. This is the part of the program in which we need your active participation. The committee will make contact with schools, church groups, and other interested minority organizations and arrange to talk with the parents and young people about the necessity of continuing schooling and general opportunities in Federal employment for qualified people. The committee can make the arrangements, we can prepare notes and assemble handout material, but we cannot carry the whole burden of meeting with the groups. Agency heads will be asked to assist us by furnishing speakers. The higher the position of the speaker the better the effect, so we hope many agency heads will participate personally.

We want to make it clear that this is your program. We want your ideas, suggestions and criticisms concerning our proposals. If you can offer personal services, handouts, films, literature, speakers, etc., so much the better. You may feel that what you have to offer is not new and therefore may be a duplication of what someone else has already done or said. Please do not let this deter you from making suggestions. If there is a duplication of ideas, this will mean to the committee only that there is more feeling about a particular proposal.

If you are not in a position to become actively involved, you can still help. I fully realize that many of you honestly do not think this is your problem. I have found that a good number of generally fair-minded people think that the Negro is now in too much of a hurry and that he is turning former sympathizers against him. We are all influenced by our past and present environment—by our prejudices, if you will. A lot of people are influenced by the thinking of their work or social groups, and tend to agree with the opinion of the majority. However, most people like to think that they are approaching this and every controversial problem with an open mind. This is good. What should be avoided is approaching the problem with an open mouth. On this subject, more than any other, I have heard more usually intelligent people express themselves who obviously did not know what they were talking about or who had made no attempt to understand the other side. If you want to put something into that open mind it should be done intelligently. It takes a little effort. There is plenty of reading material available. Try to under-

stand why the Negro is acting in a manner that at times appears harmful to his own cause. He sure does not want to spoil his opportunities. It is much easier to listen to the misinformation and distortions that abound today than to make the effort at understanding, but at least do not be guilty of circulating someone else's distorted opinions.

I have concentrated most of my remarks on the Negro minority. This is where our greatest problem is in Wichita. Consequently, the committee will initially emphasize work among this group. We will also include Mexican-Americans in our effort. Agency officials, however, should remember that the responsibility for positive action in the equal employment opportunity program extends also to the handicapped and to women.

Of the two most entertaining programs I have attended at these FBA meetings in the last year, one was presented by a coach, Gary Thompson, and the other by a priest, Father Reinert. Although this must sound much like a sermon, I am obviously neither a priest nor a coach. Nor am I here to entertain you. But if we could gain the Christian spirit and moral standards of the priest and combine them with the team effort and discipline taught by the coach, we could make the Federal community a dynamic leader in the field of human rights in Wichita.

Exactly 100 years ago today, April 15, 1865, Abraham Lincoln died. When we think of the tremendous advance made by mankind in that hundred years in almost every other field and contrast it with the tortuous slow progress of the American Negro toward complete human rights, it is answer enough to those who advocate a go-slow policy.

On this one hundredth anniversary of Lincoln's death, I think it is fitting to quote from a speech he gave at Chicago on July 10, 1858:

"Those arguments that are made, that the inferior race are to be treated with as much allowance as they are capable of enjoying, that as much is to be done for them as their condition will allow—what are these arguments? They are the arguments that kings have made for enslaving the people in all ages of the world. You will find that all the arguments in favor of kingcraft were of this class; they always bestrode the necks of the people, not that they wanted to do it, but because the people were better off for being ridden. That is their argument . . . Turn it whatever way you will—whether it come from the mouth of a king as an excuse for enslaving the people of his country, or from the mouth of men of one race as a reason for enslaving the men of another race, it is all the same old serpent; and I hold if that course of argumentation that is made for the purpose of convincing the public mind that we should not care about this, should be granted, it does not stop with the Negro. I should like to know, if, taking this old Declaration of Independence, which declares that all men are equal upon principle and making exceptions to it, where will it stop? If one man says it does not mean a Negro, why not another say it does not mean some other man? If that Declaration is not the truth, let us get the statute book in which we find it, and tear it out. (Cries of No, No.) Let us stick to it then, let us stand firmly by it, then! . . . Let us discard all this quibbling about this man or the other man, this race and that race, and the other race being inferior and therefore they must be placed in an inferior position—discarding our standard that we have left us! Let us discard all these things and unite as one people throughout this land until we shall once more stand up declaring that all men are created equal . . . I leave you hoping that the lamp of liberty will burn in your bosoms until there shall no longer be a doubt that all men are created equal."

A SOLEMN TRUST

THE FEDERAL SERVICE must never be either the active or passive ally of any who flout the Constitution of the United States. Regional custom, local tradition, personal prejudice or predilection are no excuses, no justification, no defense in this regard.

WHERE THERE IS an office of this Government, there must be equal treatment, equal respect, equal service—and equal support—for all American citizens, regardless of race, or sex, or region, or religion.

PUBLIC SERVICE is a public trust. I would call upon every Federal civilian employee to remember that he bears a high and solemn trust to the Constitution under which he serves.

from Statement to the Cabinet, March 25, 1965

NEW POSTER—In speaking to the Cabinet on March 25, President Johnson stated his views on the obligations of Federal employees under the Constitution, and directed that they be communicated to all Government workers. To help carry this out, the Civil Service Commission developed and has made available to all agencies the above Presidential-message poster which focuses on the Constitutional obligations an employee assumes upon taking the oath of office. The 2-color poster is designed for display on bulletin boards and in other appropriate locations in Federal offices and installations. Distribution was made by the Government Printing Office in mid-August.

ADP Billboard:

COMPUTERS AID JOB HUNT IN DEFENSE DEPARTMENT

by WILLIAM C. VALDES, *Deputy Director*
Civilian Personnel Policy Office
Assistant Secretary of Defense (Manpower)

FOR DEFENSE DEPARTMENT EMPLOYEES who are being displaced by base closings and other staff reductions, the Department is stepping up its efforts to find them other jobs. The base closings and reductions already announced by the Secretary of Defense will affect over 131,000 civilian jobs: 62,000 are being abolished and some 69,000 will be transferred to new locations.

While these job changes must be made in order to respond to changes in technology and military planning, Secretary McNamara has said:

". . . the major burden of adjusting to these changes must not fall on the individual employee. The Federal Government can and will assume that burden as a necessary cost of keeping up to date in a rapidly changing world."

Among the measures that have been initiated to ease the burden of these changes on Defense employees are longer advance notice to employees of plans for closings; phaseout of bases over periods as long as 3 to 4 years; payment of the employees' moving expenses to other locations in the Department of Defense; saved pay for both Classification Act and wage-board employees who accept positions at lower grades; stockpiling jobs for career employees by discontinuing appointments (or hiring only temporary personnel) in position categories in which large surpluses of career employees are anticipated; retraining displaced employees for other positions; close collaboration with the Civil Service Commission in finding positions for DOD employees in other Federal agencies and in developing special authorities to facilitate the phasedown of activities and the reassignment of employees; close cooperation with the Department of Labor in counseling, testing, and referring employees interested in positions in private industry; and establishment of a Department of Defense nationwide priority referral system to capture the vast placement potential represented by normal attrition within the Department of Defense.

THE DOD NATIONWIDE priority referral system, therefore, is but one link in a long chain of measures established to assist career employees affected by base closures and other reductions in securing productive employment. It is, however, an extremely important link in the total effort and one that has many unique features.

The system initially was established by the Secretary of Defense on a regional, nonautomated basis. While this system worked reasonably well to speed up and centralize processing of referrals, it was decided to adapt the system to automatic data processing and to test the automated system in one region. On the basis of this test, the system was refined and on March 1, 1965, was established on a nationwide basis. The Defense Electronics Supply Center, Defense Supply Agency, Dayton, Ohio, was selected to program the system for automatic data processing, under the policy direction of the Assistant Secretary of Defense for Manpower, to conduct the pilot test, and to serve as the Centralized Referral Activity for the nationwide system.

IN CAPSULE FORM, here is how the nationwide system, in which over 7,000 displaced employees already are registered, works:

(1) Defense installations with surplus employees needing placement assistance register them in the system using a single registration form which represents eleven 80-space ADP cards. Employees are registered for up to five skills for which they are qualified. Employees designate the specific DOD installations and grade levels they are willing to accept (a cardinal tenet of the system is that employees are registered only for locations and jobs they are willing to accept if offered). Employees, however, can change their registration at any time. The registration form, which contains most of the essential data contained on the Application for Federal Employment, except the narrative portions, is forwarded to the CRA. At the CRA all information is stored and transferred as binary coded decimals on magnetic tape. All input forms are validated by the computer for errors. A resumé audit list consisting of a computer print-out of registration information is forwarded to registering

activities so that they may verify their inputs into the system.

(2) The CRA, weekly or biweekly depending on the cycle being followed, sends out "stopper lists" to each DOD installation, which inform the installation of the types of surplus personnel available for placement at that particular installation. The "stopper list" shows the acceptable pay group, occupational family, series, grade, and placement priority of the employees registered for the installation. Installations are not permitted to fill from most other sources vacancies for which employees are registered and are required to submit a requisition form to the CRA. A "stopper list" remains in force until replaced by another one.

(3) The requisition form, containing information about the vacancy, is matched in the computer with qualified registrants and a "Priority Placement Certificate" automatically printed. Priority placement certificates contain a listing of personnel whose skill qualifications, acceptable grade, and location match a vacancy requisition submitted by the activity. Data concerning the qualifications, experience, education, security clearance, as well as other placement information, are shown for each employee listed on the certificate. Priority placement certificates are printed and forwarded twice each week to requisitioning activities.

(4) Using the priority placement certificate, and following established priorities, the hiring activity arranges directly with the releasing activity for employment of an employee on the certificate.

THE SYSTEM RECOGNIZES that computers can only bring jobs and men together—placements are made by people not by computers.

For administrative purposes, the country has been divided into four zones. DOD Zone Coordinators, designated by the Assistant Secretary of Defense (Manpower), coordinate and supervise the operation of the system in their respective zones, and make certain that men, not machines, control the placement system.

During the first 3 months of operation, approximately 1,600 registrants in the system were placed, about one-half directly from certificates.

Refinements and extensions of the system are planned as further operating experience is gained, including use of data compiled in the system to facilitate placement of employees in other Federal agencies and in private industry, use of the system as a positive recruitment source for DOD activities seeking personnel, and for career development, special studies and analyses, and other purposes. Whatever the future of the program, the Department of Defense is pleased to be using computers in this system to place employees, not displace them.

TRAINING DIGEST

CSC DEVELOPS NEW COURSE

A new course for managers at the operating rather than policy level was first offered by the Commission in May of this year. Entitled "Management and Group Performance," it will now be available monthly in Washington. Plans to make it available through Commission regional offices are being reviewed.

The course is designed specifically for persons above the first level of supervision. Topics covered include: analysis of the managerial job; differences between managerial and supervisory jobs; how managers manage; why they manage as they do; monitoring the work and employees; negotiations with staff and line; leading other leaders; conflict and cooperation.

The Commission staff is now developing a manual for training in the techniques of instructing this course. It will be made available to agency trainers who successfully complete an instructor's institute.

CONFLICT OF INTEREST

Employees shall not "engage in any outside employment, including teaching, lecturing, or writing, which might result in a conflict, or an apparent conflict, between the private interests of the employee and his official Government duties and responsibilities," states Executive Order 11222, issued May 10. The order, however, goes on to encourage teaching, lecturing, and writing so long as conflict of interest is avoided.

Employee development officers responsible for training contracts should be familiar with two other sections. One section forbids employees to accept, directly or indirectly, anything of monetary value from "any person, corporation, or group" which has sought, or is seeking, to obtain a Government contract. The other directs employees to avoid any action which gives "preferential treatment to any organization or person" or which might cause them to lose "complete independence or impartiality of action."

TRAINING NATIONALS FROM OVERSEAS

The costs of training some noncitizens may be recovered, the State Department reports. The steps are: (1) a noncitizen has his foreign office or embassy send through diplomatic channels to the Voluntary Visitor Program, the Bureau of Educational and Cultural Affairs, U.S. Department of State, a request that he be admitted to a specifically named Federal training program, (2) he provides a check or money order to accompany the request or his

government states its willingness to pay the fee, (3) the State Department and the supplier of the training approve the request, (4) the State Department deposits the check in a special account in the Department of the Treasury, and (5) on completion of the training, the Federal department draws upon the Treasury for reimbursement. The authority for this procedure is derived from section 402, U.S. Information and Educational Exchange Act of 1948.

This expands the authority to train non-Federal employees. In the October–December 1963 issue of the *Journal,* Federal officials were informed that they could charge for training citizens who were not Federal employees. However, the money collected would be deposited in Treasury and would not be available for reimbursement of the training agency's expenses.

TO MEET WITH THE PRESIDENT

Twenty-seven former participants in the "Fellowship in Congressional Operations" are scheduled to meet with President Johnson at the White House in mid-September. The fellowship program, in operation since 1961, is conducted jointly by the American Political Science Association and the Civil Service Commission. GS–12's through GS–16's are eligible to participate in the 10-month program which is designed to give executive branch employees knowledge and understanding of Congressional operations.

INTERAGENCY TRAINING

A more complete statement on interagency training policies was recently issued by the Commission (see Subchapter 4 of FPM Chapter 410, issued by Installment No. 40). In it, the Commission urges the use of interagency training to supplement departmental programs to promote economy, widen the range of training, and improve the quality of training.

The Commission's role in interagency training is described in the new subchapter to include: (1) promoting and coordinating interagency training activities, (2) conducting interagency training, (3) encouraging departments with particular expertise to offer interagency training, (4) seeking to facilitate use of interagency training resources for more urgent training needs, and (5) preventing undesirable duplication of interagency training effort. The regulations of the Commission were recently amended (FPM Supplement 990–1, Installment No. 24) to clarify the Commission's responsibility on this last point.

The new subchapter also sets forth criteria for reimbursable and cost-shared training.

TRAINING NOTES

For the EDO calendar: The Commission will offer these courses in Washington, D.C., of special interest to employee development officers: in September, Instructor Training; in January, Employee Motivation and a repeat of Instructor Training.

Retraining the unemployed or under-employed produced savings far in excess of program costs, reports Dr. David A. Page after a study of nearly 1,000 cases in Massachusetts (***Public Policy,*** **v. 13, 1964).**

College graduate recruiting **in 1964 was considerably below 1963 levels, according to "Current Workforce Data," a new CSC publication. The greatest impact was felt in "new graduate" hires for high-graded occupations, where the decline ranged from 29 percent in professional occupations to 69 percent in occupations found only in Government. Such reductions, the report points out, "can present significant problems to training directors."**

Cooperative work-study programs may be used to recruit student trainees for career appointments under a new Executive Order, 11202. Students will be initially appointed under Schedule B noncompetitively but subject to prescribed quality standards and subsequently converted to career or career-conditional appointments. (See FPM Letter No. 315–1.) The authority is limited to positions leading to professional work in shortage occupations.

Personnel staff training should be supported and extended by both agencies and the Commission, said a group of personnel directors who were recently consulted by the Commission. A program to improve career development programs for personnel staffs will be studied and action recommended in the near future.

Student assistant authority in Schedule A was substantially modified recently. The limitation on their employment was changed from 130 workdays a year to 1,040 working hours a year. Compensation limitations were dropped. Organized cooperative work-study programs were exempted from the time limitations. (See FPM Letter No. 213–1.)

An Intergovernmental Training Institute was jointly conducted recently by the Federal Government, the States of New York and New Jersey, and the city of New York for 250 training officers.

Qualitative standards should replace many of the quantitative standards now used in the accreditation of teacher education, said the American Council on Education in its recent report, "Accreditation in Teacher Education." Counts of the number of faculty members with Ph. D. degrees, for example, would be replaced by scores of graduates in national tests, measures of success in student training, and ratings of teacher education programs by school administrators.

—Ross Pollock

LEGAL DECISIONS

APPEALS

Camero v. *United States,* Court of Claims, May 14, 1965. Plaintiff, a nonveteran, was removed on charges. He appealed through his agency's grievance procedures. The Grievance Committee recommended that the removal be changed to a 10-day suspension. The depot commander upheld the removal. Before doing so, he asked his General Counsel for an opinion. Plaintiff alleged that the attorney who represented the agency before the Grievance Committee either prepared or participated in the preparation of the General Counsel's opinion. The court pointed out examples of the agency's regulations governing the adjudication of grievances that "envisioned a certain degree of separation of functions." The court thought that it was conceivable that plaintiff's dismissal would be invalidated by the action of an attorney participating in both the "prosecution" and the adjudication and sent the case to a Commissioner for a hearing on the sole issue of the participation of the attorney in the adjudication.

BACKPAY

Comptroller General's Decision B–156237, April 20, 1965. A veteran was removed on charges. On appeal through his agency's appellate system, it was decided that the proper penalty was demotion. The Comptroller General ruled that action changing the removal to demotion could be made retroactively effective and the employee could be paid backpay at the lower salary rate for the period for which he received no pay.

REDUCTION IN FORCE

Barger v. *United States,* Court of Claims, April 16, 1965. A decision of the Civil Service Commissioners reversing reduction-in-force decisions of a regional office and the Board of Appeals and Review is not required to contain findings of fact, either under the statute or under the regulations.

REMOVAL—VETERANS

Gardner v. *Barron,* District Court, Pennsylvania (E.D.), March 11, 1965. Plaintiff, a veteran, was removed from his position on charges. His principal contention in his suit for restoration and back pay was that the two persons who offered evidence against him were such immoral people that no weight should have been given to their affidavits. The court said that "the weight to be given any piece of evidence is for the administrative agency and, on review, this court is restricted to a determination of whether or not the plaintiff was afforded his statutory and procedural rights and not to pass on the merits of his case." In concluding that plaintiff's suit, filed 26 months after the Commission's Board of Appeals and Review had issued a decision in his case, was barred by laches, the court also ruled that a letter written by the Chairman of the Commission to a Member of Congress stating that consideration would be given to reopening the plaintiff's case did not constitute acceptance of an appeal.

CASES PREVIOUSLY NOTED

McEachern v. *Macy,* Court of Appeals, Fourth Circuit, February 19, 1965. The court affirmed the district court's ruling (*Journal,* Vol. 5, No. 2) that failure to pay his debts was good cause for the removal of a hearing examiner.

Anselmo v. *Ailes,* Court of Appeals, Second Circuit, April 19, 1965. The court affirmed the district court's ruling (*Journal,* Vol. 5, No. 4) that civilian caretakers, employed by the New York National Guard, do not come under the appointment and discharge provisions of the Federal civil service laws.

Harrison v. *McNamara,* Supreme Court, March 15, 1965. The court affirmed, without opinion, the ruling of a three-judge district court in Connecticut (*Journal,* Vol. 5, No. 1) that a temporary employee who is removed is not entitled to a hearing under the security statute and that denial of the hearing did not violate his rights under the Fifth Amendment. —*John J. McCarthy*

Employment Focus

LATEST GEOGRAPHIC SURVEY

The results of the latest geographic survey of Federal civilian employment (December 1964) show that seven States showed decreases of more than a thousand employees since the December 1963 survey. Two showed increases of more than a thousand.

States

New York was lower by 3,600 as the Department of Defense cut back civilian employment of the three military departments there. The Navy Department had the biggest reduction.

Pennsylvania had 2,900 fewer Federal employees; most of the reduction was in the Department of Defense. An increase in the Defense Supply Agency partially offset decreases in the Army, Navy, and Air Force civilian employment totals. California dropped by 2,700 employees, Massachusetts by almost 2,500, Ohio by 1,700, Maine by almost 1,300, and Virginia by 1,100. In each

of these States, reductions in the Department of Defense were the controlling factor. Among all the States, 27 showed decreases and 23 showed increases.

For all employees in the United States and its territories, the decline was 8,466 or about 0.4 percent.

Metropolitan Areas

At the end of 1964, a total of 1,799,266 persons were employed in the 220 Standard Metropolitan Statistical Areas. These are cities with 50,000 or more inhabitants and their contiguous counties which meet certain criteria of economic integration and metropolitan characteristics. Three out of four Federal employees work in these cities.

Changes of 1,000 employees or more were reported in 13 cities. The largest change occurred in the Washington, D.C., metropolitan area where employment was almost 2 percent above the level in 1963. Other large increases occurred in San Francisco, St. Louis, Huntsville, and Houston.

Philadelphia had 2,700 and New York City 2,400 fewer Federal employees in 1964. Other large decreases were reported for Boston, Chicago, Columbus (Ohio), Dallas, San Diego, and Norfolk.

Changes in 12 cities ranged between 500 and 1,000 employees. Increases occurred in Fort Worth, Atlanta, Knoxville, and Baltimore; and decreases in York (Pa.), Los Angeles, Utica–Rome, Mobile, San Jose, Macon, Sacramento, and Detroit. In all the other cities the changes were smaller.

White-Collar Trend Continues

The trend to more employees in white-collar work continued. There were 1 percent more employees paid at rates of the Classification Act in 1964 than in 1963. Postal employees increased 0.5 percent and wage-board employment dropped more than 4 percent in the Standard Metropolitan Statistical Areas.

—*Flora M. Nicholson*

FEDERAL EMPLOYMENT IN METROPOLITAN AREAS—DEC. 31, 1964

(Showing Standard Metropolitan Statistical Areas that employ more than 5,000 Federal workers)

Albany–Schenectady–Troy, N.Y.	9,592	Milwaukee, Wis.	8,674
Albuquerque, N. Mex.	8,660	Minneapolis–St. Paul, Minn.	16,547
Atlanta, Ga.	21,368	Mobile, Ala.	14,716
Bakersfield, Calif.	9,336	Nashville, Tenn.	5,334
Baltimore, Md.	29,612	New Orleans, La.	12,075
Birmingham, Ala.	5,584	New York, N.Y.	128,171
Boston, Mass.	42,303	Newark, N.J.	18,825
Buffalo, N.Y.	8,577	Newport News–Hampton, Va.	13,367
Charleston, S.C.	11,717	Norfolk–Portsmouth, Va.	29,841
Chicago, Ill.	68,243	Oklahoma City, Okla.	27,425
Cincinnati, Ohio–Ky.–Ind.	12,102	Omaha, Nebr.–Iowa	7,201
Cleveland, Ohio	20,581	Pensacola, Fla.	6,634
Colorado Springs, Colo.	5,197	Philadelphia, Pa.–N.J.	70,851
Columbus, Ohio	9,721	Phoenix, Ariz.	8,081
Dallas, Tex.	10,875	Pittsburgh, Pa.	17,048
Davenport–Rock Island–Moline, Iowa–Ill.	7,702	Portland, Oreg.–Wash.	12,608
Dayton, Ohio	26,181	Providence–Pawtucket–Warwick, R.I.–Mass.	12,257
Denver, Colo.	21,834	Richmond, Va.	7,496
Detroit, Mich.	25,732	Sacramento, Calif.	21,114
El Paso, Tex.	5,623	St. Louis, Mo.–Ill.	30,485
Fort Worth, Tex.	8,107	Salt Lake City, Utah	16,686
Harrisburg, Pa.	19,047	San Antonio, Tex.	31,822
Honolulu, Hawaii	21,941	San Bernardino–Riverside–Ontario, Calif.	18,298
Houston, Tex.	12,786	San Diego, Calif.	21,907
Huntsville, Ala.	18,191	San Francisco–Oakland, Calif.	64,446
Indianapolis, Ind.	15,359	San Jose, Calif.	7,536
Jacksonville, Fla.	9,592	San Juan, P.R.	5,197
Kansas City, Mo.–Kans.	17,722	Seattle–Everett, Wash.	14,572
Knoxville, Tenn.	6,624	Springfield–Chicopee–Holyoke, Mass.–Conn.	6,915
Lexington, Ky.	5,102	Tacoma, Wash.	5,888
Little Rock–North Little Rock, Ark.	5,222	Tampa–St. Petersburg, Fla.	5,289
Los Angeles–Long Beach, Calif.	54,890	Texarkana, Tex.–Ark.	5,142
Louisville, Ky.–Ind.	8,365	Utica–Rome, N.Y.	7,827
Macon, Ga.	16,132	Vallejo–Napa, Calif.	12,940
Memphis, Tenn.–Ark.	10,144	Washington, D.C.–Md.–Va.	268,145
Miami, Fla.	8,263		

QUOTABLE:

THE WAR ON GOBBLEDYGOOK

—excerpts from CSC Chairman John W. Macy's address at the Government Public Information luncheon, June 18, 1965, Washington, D.C.

♦ Now, the "war on gobbledygook." It is a war that we are going to continue from now on under different banners and under different points of emphasis. But we have a new charge, all of us, to see what we can do to communicate more crisply, more exactly, more interestingly to the American public. The scope of the Government's services to the American people is now so great and so diversified that this has a higher priority and a higher need than ever before, and it is possible for us to improve our writing and our speaking so that we can be direct and forthright and say what we mean. Certainly, at times there has to be a diplomatic cloaking of language in order to meet the needs of sensitive negotiations, but as far as the American public is concerned, we ought to say what we mean—factually based and expressed in terms that are understandable. We ought to show progress where progress is being made. We ought not to be afraid of confessing to errors or misjudgments if they come along.

This particular war was initiated at a Cabinet meeting on February 25, when the President expressed concern about employee responsiveness to public inquiries and requests for service. He asked me to survey agency policies and practices in their relationships with the public by mail, by telephone, and by visits to Federal establishments, and to report findings and recommendations.

We have surveyed the practices of Federal agencies and had some meetings. A quick survey conducted through the Interagency Advisory Group of personnel officers showed that agencies generally have given attention to these matters, but their attention tends to be a "sometime" thing. It's turned on and off, depending upon the amount of emphasis that comes from on high.

Our survey showed that much more needs to be done to achieve the high standard of communication that the President has set for all of us. He wants the communications of the executive branch to be clear, responsive, and prompt, and for employees to treat the public courteously, respectfully, and helpfully. He wants us, as the servants of the people, to respond with the answers that are called for.

We have held meetings with top representatives of agency headquarters and field offices. I've reviewed the survey findings with them, and received a number of good suggestions from them.

This is a sort of victory list out of the first battle. These findings and suggestions have been reported to the President. He released them. You've probably seen them in capsulized form. But let me review these suggestions with you because again it seems to me that this is directly relevant to your primary concern within the departments and agencies.

THE FIRST SUGGESTION was that one top-level person in each agency be assigned the job of improving that agency's communications with the public, that this person have this overall review of communication, and that he be familiar with the content and purpose of the agency's program and in a position to work with the total organization.

SECOND, IT WAS SUGGESTED that, in large metropolitan areas, information centers be established where citizens may find out which agency can provide the service or assistance needed. This is particularly important. Somebody with a housing problem comes into a Federal building in a city, and he looks at a menu board next to the elevator—unless he's taken an advanced degree in political science he has no idea which of the outfits with those names he ought to see about his particular problem. Chances are he gives up unless there is some great urgency about his business. Why isn't it possible for us to have in the lobby of a building, which is predominantly tenanted with Federal people, an information clerk—I'd even say an attractive as well as an informed one—who could answer certain questions right there, or at least provide adequate direction to the proper point?

Another fetish of mine (to which I find very little response) is that I feel the office hours we keep for the public are for *our* convenience rather than the *public's* convenience. Why shouldn't we have offices of the Federal Government that deal with the public open from 5 o'clock to 10 o'clock at night, so that those who work—and most Americans do work these days, I'm thankful to say—could have an opportunity to do business with us without leaving their own business or their own employ? And why is all the Federal Government locked up on Saturday? Now you get a duty officer who isn't necessarily responsive about the agency's total business—if you can get him at all through a closed switchboard. Why can't we redesign our working hours so that we can be responsive to the public? How many times have you found at the last minute that you needed to have your car inspected by some other level of government and found that the only time it's open is when you're in the middle of your own work and you have to take a half day off to get it inspected? You really aren't very

"simpatico" with that level of government as a result of that particular operation, and I would guess that there are taxpayers or postal users or social security claims filers or others who perhaps have somewhat the same reaction to us because they find our doors locked when they're available.

THIRD POINT: One-stop service should be developed for people doing business with the Government—a place where all their needs can be met and all necessary information provided most efficiently and satisfactorily. This again is a carrying forward of the previous point. It may be that this is not feasible, but I think we ought to experiment with it. A good suggestion.

THE FOURTH SUGGESTION is that a system be developed for interchange of ideas among agencies on improving communications with the public. In other words, if somebody has a good idea, has tried it out and proved it successful, how do we get that idea through the vast network of the Federal Government? Isn't there some way that these ideas can be merchandised and put to work on a multiple basis as quickly as possible?

FIFTH, THAT AN AWARD be established for Federal employees for excellence in improving communications and contacts. Are we giving recognition to those who possess communications skills? those who write the most interesting and responsive letters? those who are most effective in answering queries over the counter or over the telephone?

SIXTH, THAT IT BE THE PRACTICE to select for public contact positions and for positions involving correspondence only those persons who have demonstrated ability for such work. I get the feeling sometimes that those who are put on the telephone or put on the counter are the sort of people who don't have any particular demonstrated skill. It seems to me here that we should exercise great care in selection and make sure that there is a demonstration of ability.

SEVENTH, THAT ADDITIONAL TRAINING opportunities be provided in written and oral communication and that employees be encouraged to take this instruction.

We are now in the process of evaluating these and other ideas that have come in, and it is encouraging to see the degree of self-appraisal that is taking place and the suggestions that are being generated. I have been gratified by the high interest that has been expressed by a number of agency people with respect to this program and by some of the actions being taken. ♦

CSC CHECKLIST

A selection from recent CSC issuances that may be of special interest to agency management:

- Bulletin 300–4, Work-Study Programs Under the Vocational Education Act of 1963

  —encourages Federal agencies to review the possibilities offered them for participation in work-study programs which can be justified in terms of agency resources and manpower requirements. Describes purpose of the program, benefits to agencies and to the students, and operating arrangements.

- FPM Letter 315–1, Appointment of Student Trainees in Cooperative Work-Study Programs

  —establishes a new Schedule B authority permitting student trainees who meet prescribed quality requirements to be appointed to cooperative work-study positions which eventually would lead to professional work in shortage occupations.

- Bulletin 339–1, Extension of Schedule A Authority for the Employment of the Mentally Retarded

  —provides a 3-year extension of the authority (until September 30, 1968) in recognition of the success of the program.

- FPM Letter 339–6, Extension of Schedule A Authority Providing for the Employment of Severely Handicapped Persons

  —extends authority until June 30, 1968.

- FPM Letter 339–7, Employment of the Mentally Retarded in Custodial Positions

  —authorizes the employment of nonpreference mentally retarded persons who meet requirements for appointment under Schedule A to custodial positions *unless* three or more preference eligibles are available.

- FPM Letter 630–9, Sick Leave and Outside Employment

  —emphasizes need for agencies to prevent misuse of sick leave by employees with outside jobs.

—Mary-Helen Emmons

The Awards Story:

1965—PRESIDENT'S AWARDS
for Distinguished Federal Civilian Service

PRESIDENT JOHNSON presented the 1965 Presidential gold medal Award for Distinguished Federal Civilian Service to five outstanding career employees at a White House ceremony on June 2. Winners are shown above with the President.

"Government programs are advanced as much through people and their efforts as through the language of laws and Federal regulations.

"I call on you to join in honoring these individuals who receive the highest Federal Award and to extend other appropriate recognition within your agency to employees, in positions both high and low, whose achievements merit special distinction.

"In this largest organization of its kind . . . the emphasis is no longer on the faceless mass, but the emphasis is on individual excellence."

—PRESIDENT LYNDON B. JOHNSON

SHOWN RECEIVING the President's Award are: (left) Homer E. Newell, National Aeronautics and Space Administration; Frank B. Rowlett, Department of Defense; (bottom row, left to right) Howard C. Grieves, Department of Commerce; J. Edgar Hoover (accepting award for Clyde A. Tolson, Department of Justice, who was unable to be present); and Philip H. Trezise, Department of State.

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CLYDE A. TOLSON

Associate Director of the Federal Bureau of Investigation, Department of Justice, who "has been a vital force in raising the proficiency of law enforcement at all levels and in guiding the Federal Bureau of Investigation to new heights of accomplishment through periods of great national challenge." Mr. Tolson, 64, began his continuous Federal service in 1918 with the War Department as confidential secretary to three Secretaries of War. After joining the FBI as a special agent in 1928, he rose rapidly through the ranks to become, in 1947, "second in command" and alternate to Director J. Edgar Hoover. He has played a major role in successfully guiding the Bureau through such critical periods as the gangster era of the 1930's, World War II, the Korean emergency, and the Cuban crisis. He is now giving the same outstanding leadership to such current problems as civil rights and subversive activities. Under his management, the FBI achieved new highs during fiscal year 1964 in the number of convictions, in the number of fugitives located, and in the value of property recovered and fines levied.

HOMER E. NEWELL

Associate Administrator for Space Science and Applications, National Aeronautics and Space Administration, who "has been significantly responsible for this Nation's success in the unmanned satellite and space probe projects." Dr. Newell, 50, began his Government service in 1944 with the Naval Research Laboratory where he was one of the pioneers in space research. He joined NASA upon its establishment in 1958 in charge of the new Space Science Research Program. He has served in his present position since 1963. From the inception of NASA, he has been the dominant force in establishing the entire space science program, including the following space probe projects: the Explorer series, the Orbiting Observatories, Ranger, Surveyor, Mariner, Pioneer, a Lunar Orbiter, the Voyager program for the unmanned exploration of Mars, and Syncom. Recent scientific achievements under his direction include the successful close-up moon photos of Ranger VII and VIII and the Mariner IV photos of Mars which have received world-wide acclaim.

FRANK B. ROWLETT

Special Assistant to the Director, National Security Agency, Department of Defense, who "by his inventive genius and managerial skill has contributed profoundly to the security of the Nation." Mr. Rowlett, 57, has served the Federal Government for 35 years. From 1930 to 1942, he was a cryptanalyst in the Signal Corps. Following service as an Army officer during World War II, he was in charge of technical operations for the Army Security Agency and the Armed Forces Security Agency. He transferred to the Central Intelligence Agency in 1952 where he served as Senior Staff Officer. In 1958 he returned to the National Security Agency as Special Assistant to the Director. He has made some of the most significant contributions in the field of cryptology in the Twentieth Century, including inventions which have insured an exceptionally high degree of security for U.S. communications, the direction of successful code-breaking activities during World War II, and the pioneering application of computers to cryptology.

HOWARD C. GRIEVES

Assistant Director of the Bureau of the Census, Department of Commerce, who "has contributed impressively to the effective functioning of the national economy by vastly improving the timeliness and reliability of the statistical products of our census system." Mr. Grieves, 54, entered the Federal service in 1934 as a research analyst for the Federal Emergency Relief Administration. Since that time he has held progressively more responsible positions in the fields of economics and statistics with the Bureau of Foreign and Domestic Commerce, the War Production Board, and the Bureau of the Census. He was appointed to his present position in 1947. The statistical measures developed under his leadership provide much of the economic information necessary for planning and policy formulation in both the public and private sectors of the economy. As a result of new technical processes and management methods which he introduced, operating costs during the past three censuses were reduced by $20 million.

PHILIP H. TREZISE

Deputy Assistant Secretary for Economic Affairs, Department of State, who "has developed imaginative solutions to vital and complex economic problems arising in United States relations with foreign countries." Mr. Trezise, 52, began his Government career in 1942 as an analyst in the Office of Defense Transportation. From 1943 to 1946 he served with the Office of Strategic Services while in the U.S. Navy. He was appointed to the State Department in 1946 and has since held a number of increasingly important posts in this country and abroad, assuming his present position in 1961. He played a key role in the successful negotiation of the U.S.-Canadian automotive products agreement in 1965. He also carried major responsibility for the agreement with Rumania in 1964, a practical undertaking that contributes to constructive development in our East-West relations.

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